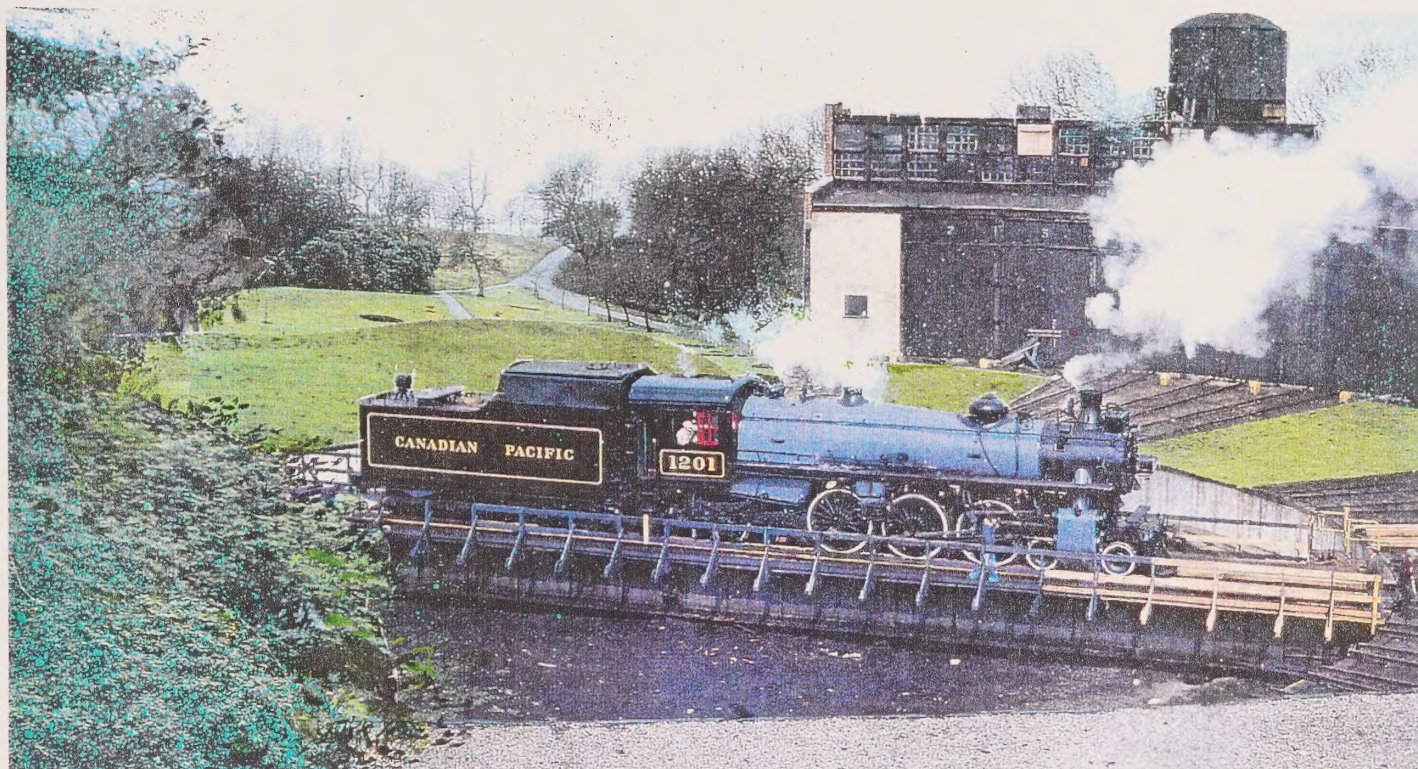


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Roundhouse Park



Report of the Task Force on the John Street Roundhouse Complex

December 1994

Cover:

The photo montage of the Roundhouse complex surrounded by parkland was created by Steven McLaughlin, using photography by Greg McDonnell.



Commissioner
The Honourable David Crombie, P.C.

Commissaire
L'honorable David Crombie, p.c.

Deputy Commissioner
David A. Carter

Sous-commissaire
David A. Carter

19 December 1994

Dear Colleague,

I am pleased to provide you with a copy of the report "Roundhouse Park: Report of the Task Force on the John Street Roundhouse Complex".

In the summer of 1994, the Province of Ontario asked the Waterfront Regeneration Trust to establish the Task Force to investigate the feasibility of developing an operating rail heritage museum in the Roundhouse Complex and Park.

The Task Force brought together railway enthusiasts, members of the heritage and design communities, and staff of the City, the Province and the Trust. Their work is summarized in this report.

It notes the important central location of Roundhouse Park and the surrounding major attractions; the expanded Metro Toronto Convention Centre, Skydome, the CN Tower and Harbourfront, and the potential to add one more attraction -- the Roundhouse and the Park -- to this major tourism and business destination.


The report discusses the issues and proposes the next steps required to continue the development process for Roundhouse Park that was commenced when the Province decided on the form of MTCC's expansion.

I look forward to hearing from you.

Cordially,

David Crombie





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Introduction

A century ago, Toronto was already one of Canada's major transportation hubs, served by the Great Western and Grand Trunk railways, as well as by smaller lines that went to such places as Belle Ewart and Owen Sound. The first railway car built in Canada was made by James Good of Toronto in 1853 and, over time, the City, like metropolitan areas across the country, was shaped by the railways' need for underpasses, yard, bridges, and tunnels.

In 1897, at the height of the rail boom, Canadian Pacific built the first Roundhouse in the John Street Yards; a decade later, the facility was expanded and then expanded again in 1918.

By 1929, Union Station was under construction and railways were changing the City forever; the old Roundhouse was abandoned and the existing one was built, copied closely on the original. By the late 1970s, however, the steam engine was long gone from service, the Roundhouse had outlived its usefulness, and the John Street Railway Yard was closed.

While, for the past quarter-century, development plans for these and other railway lands have evolved, there has been continuous debate and study of the surviving Roundhouse, associated artifacts, and the remaining traces of the former rail operations.

They have been given a new sense of urgency by approval of plans to extend the Metropolitan Toronto Convention Centre under the former yard, and by attendant agreements that ensure the physical survival of the Roundhouse and of other important rail/industrial objects on the site; construction on the Centre's extension begins this month (December, 1994).

There is no longer any doubt about the historical importance of the John Street Yard and its structures; while long-term use and disposition have still to be decided, the Roundhouse will become the property of the City of Toronto.

The Task Force on the John Street Roundhouse Complex

Recognizing the gathering momentum for dealing with the Yards, the Provincial Government established a Task Force on the John Street Roundhouse Complex. Sponsored by the Waterfront Regeneration Trust and chaired by the Honourable David Crombie, Chairman of the Trust, the Task Force's membership included people with specific interests and expertise in railway and industrial history, as well as those from relevant city and provincial departments, and from the Metro Toronto Convention Centre (MTCC).

The Memorandum of Agreement establishing the Task Force was signed by the Provincial Facilitator, Dale Martin; Jane Beecroft, Chair of The Society of Heritage Associates; and by John Maxwell, Chairman of the Metropolitan Toronto Convention Centre. (See Appendix 1 for the text of the Memorandum and Appendix 2 for a list of Task Force members.)

The mandate given to the Task Force was to decide on the feasibility and necessary steps for creating an operating railway museum in the Roundhouse Complex, based on various provisions of the Memorandum. The group was also asked to present a concept for the adjoining Parkland, as defined in the Memorandum and its attached drawings.

The Terms of Reference

The Task Force was asked to:

- develop a program and conceptual plan for an operating museum, as well as a concept for the Park which would be recommended to the City of Toronto Commissioner of Parks and Recreation;
- develop a feasibility and business plan for constructing the museum and operating it;
- advise the City of Toronto on appointing a professional consultant to administer a national design competition for the Roundhouse Park and Rail Heritage Museum;
- secure the co-operation of the City of Toronto and the MTCC in implementing Task Force recommendations;
- if needed, make recommendations on interim Park arrangements until such time as the museum is completely developed and in operation.

The Task Force members, who made substantial contributions of expertise and materials, met weekly at the Trust's offices; submissions were invited from the public, and elicited a broad-based and very useful response. (See Appendix 3 for a list of submissions.) Among the most outstanding were briefs from Raymond Kennedy, Donald Lister, James Lanigan, and Ian Wheal.

The Task Force received expert advice on economic and other development issues from the Economic Planning Group of Canada, Ronald M. Anson-Cartwright, FCA, FCBV, Stephen G. McLaughlin Consultants Inc., and from David W. Monaghan, a curator of the National Museum of Science and Technology and former Director of the Canadian Railway Museum at Delson, Quebec. Rail access studies were undertaken by Cansult, engineers, and by Claire Wicklow, railway engineers.

In addition, the Task Force consulted other railway museums and institutions that might have experience of use to it; principal among those were the B&O Museum in Baltimore, Maryland; the Railroad Museum of Pennsylvania; the California State Railroad Museum at Sacramento, California; Steamtown, Scranton, Pennsylvania, the rail museum at York in the United Kingdom; as well as various museums and collections in Canada.

The focus of the deliberations was the feasibility and method for creating “an operating railway museum”, recognizing that it must be planned imaginatively and realistically in an economic, physical, historical, and political context.

This report summarizes the Task Force findings.

The John Street Roundhouse: The Context

In order to formulate an approach to the task at hand, it was necessary to understand the present circumstances, the context within which the Complex exists, as well as the milieu of rail museums in Canada and elsewhere.

Where Things Stand

The John Street Railway Yards are the nucleus of the Roundhouse Park Complex (about 15 acres or 6 hectares), which includes the Roundhouse, the Park, the Turntable, the Coal/Sanding Tower and the Water Tower.

To a large extent, the status and future of the Roundhouse Park are governed by a web of laws and agreements created over many years. Under the Official Plan of the City of Toronto, the major portion of the Park is situated in the Railway Lands East (Precinct B); the northwest corner, known as Tower Park East, is included in the Railway Lands West (the Skydome Precinct). Diagram 1 shows the site.

The planning requirements are accompanied by a series of implementing agreements (referred to as “Precinct Agreements”) that deal with land exchanges, infrastructure, phasing, scheduling, cost sharing, and other matters; signed by the various parties, they set out specific commitments between the City and CN, and between the City and Marathon. Decisions about the future of the Roundhouse

and the Park must take these agreements into account; changes require approval from the City Council, CN, and Marathon.

On 30 August, City Council approved a number of legal agreements with the MTCC, Marathon Realty Company Ltd., and others; these undertakings complement and supplement the Official Plan and Zoning Bylaws (now approved by the Ontario Municipal Board) for expanding the Convention Centre.

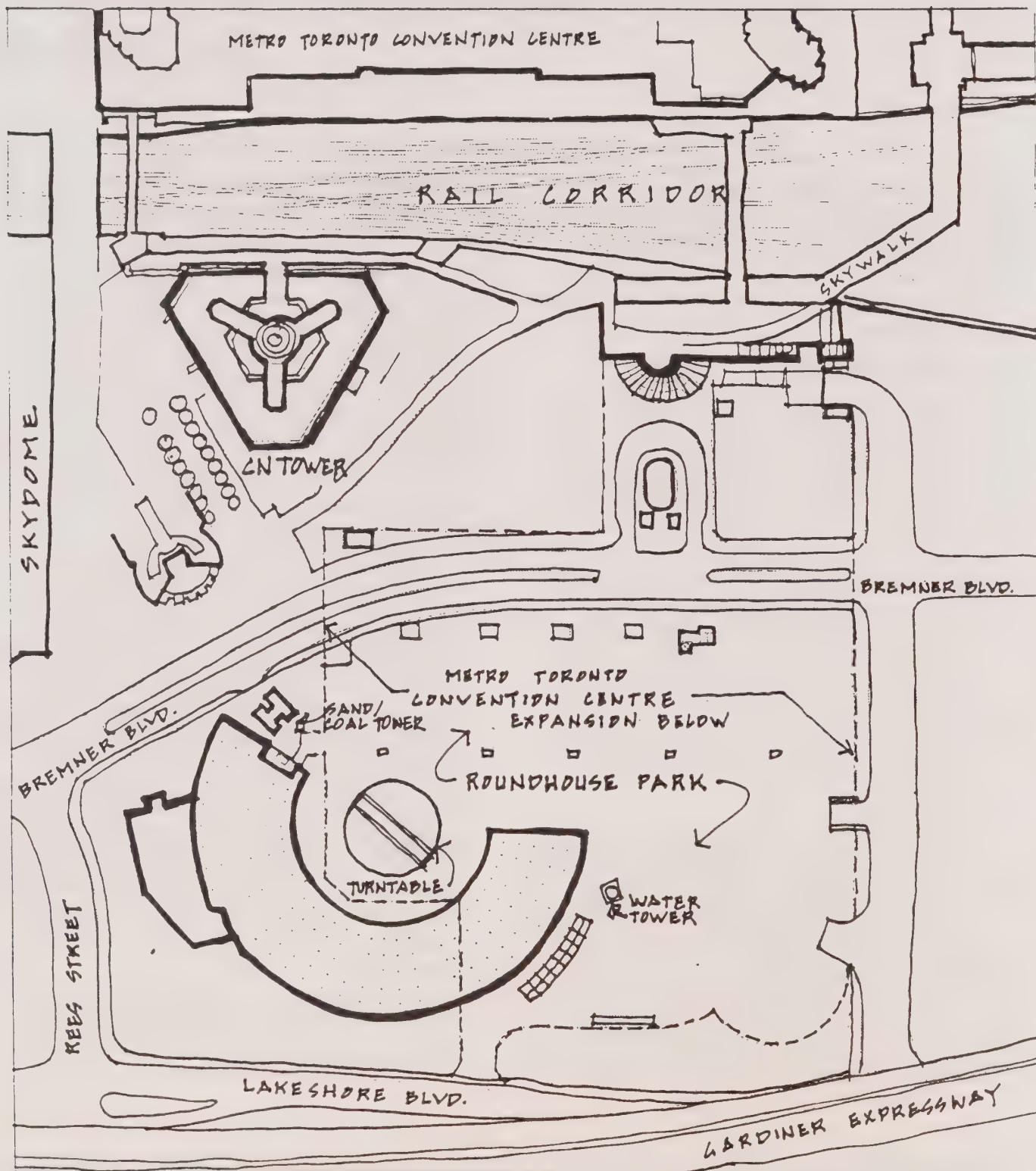
The following is a summary of the net result of the agreements, as they affect historic structures on the site:

- Almost \$3 million will be allocated through Convention Centre funding for the construction of a new 15-acre (6-hectare) City Park above the extension. This money will provide a basic “grass and trees” Park with stone aggregate pathways on adequate soil coverage over the Convention Centre roof.
- The masonry and timber exterior of the 1929 Roundhouse will be restored by the MTCC. The Convention Centre expansion will be constructed underground, between Rees and Simcoe Streets and will extend under bays 1 to 11, at the east end of the building.
- There are 32 such service bays, each 120 feet (37 metres) by 130 feet (40 metres) deep in a building of about 99,000 square

Diagram # 1

Where Things Stand

north



feet (9,207 square metres). This easterly portion will be demolished and reconstructed; floors in the area will be capable of supporting rolling stock but not large locomotives.

- The Turntable will be restored.
- The exterior of the Machine Shop, an addition to the Roundhouse, will be restored. (While the Task Force became aware of an agreement by which Ontario Hydro would have use of the Machine Shop as a sub-station, it suggested that efforts be made to find an alternative location so that the room can be put to railways-related use.)
- The Coaling and Sanding Tower, built in 1929, will be relocated to the western end of the Roundhouse, placed on a new base and its exterior will be restored. A track between it and the Turntable will be constructed for placing rolling stock.
- The steel Water Tank will be preserved and placed on new footings.
- The concrete frame and brick Locomotive and Car Stores building will be demolished and, as much as possible, its remnants will be stored for reconstruction when funding becomes available.
- A portion of the Convention Centre roof on the western side will be strengthened to allow future construction of an access spur line from the Roundhouse to the rail corridor.
- The exterior of four small structures will be restored for deployment in the Park.

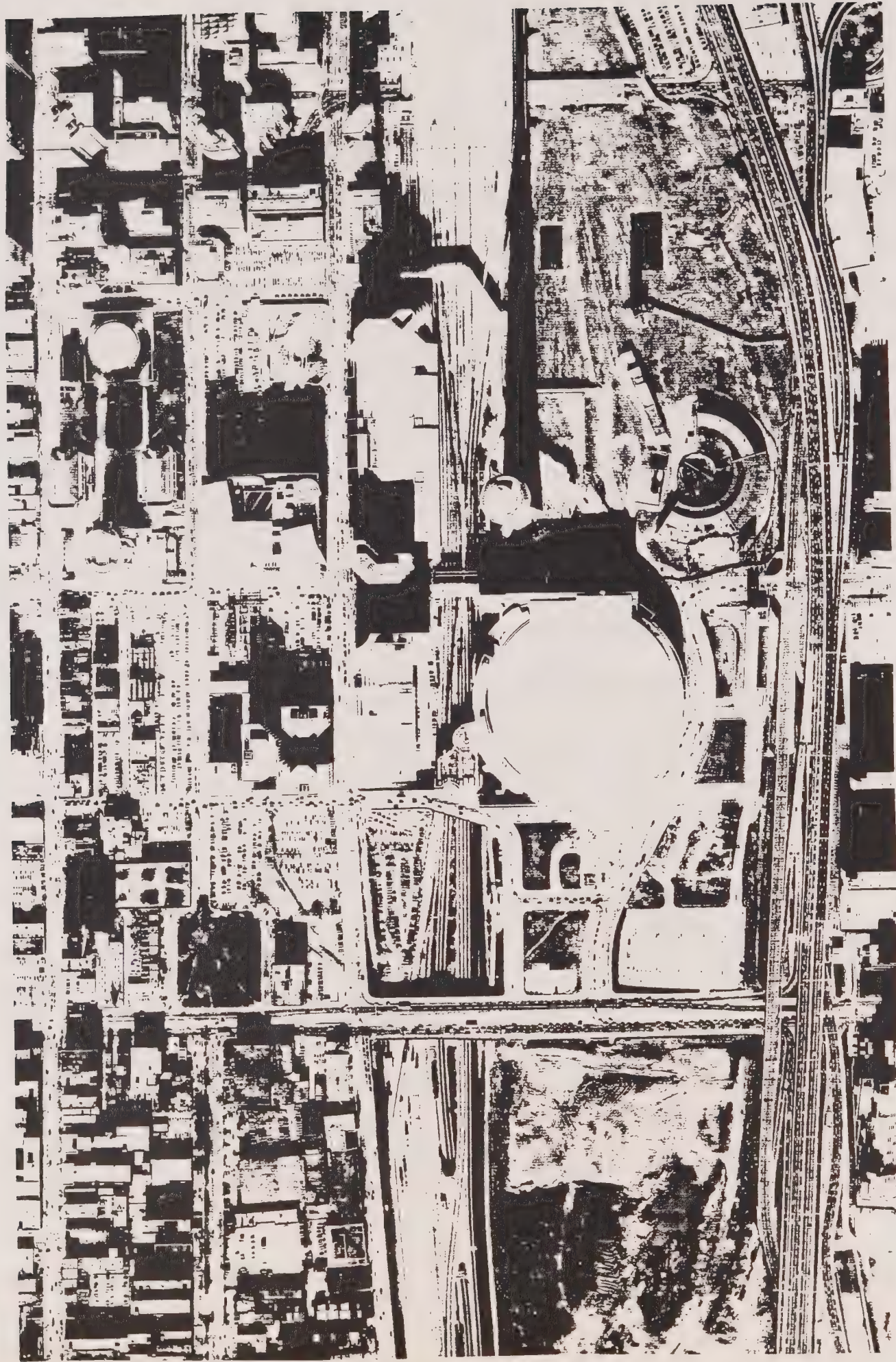
These include Cabin 'D' (c. 1896), formerly a signal tower for the Grand Trunk Railway.

The estimated total cost of this heritage restoration is between \$3 and 4 million. It should be noted that many valuable pieces of rolling stock and other railway artifacts, most of which are privately owned, are in the Roundhouse (see Appendix 4). These include Streetcar 2300, the first new piece of equipment purchased by the TTC when it was created in 1920, and a CN diesel locomotive that was given to Toronto in 1984, in celebration of the 150th anniversary of its incorporation.

Two aspects of infrastructure plans will affect access to the Park:

- Bremner Boulevard will be constructed from Rees to York Street.
- Simcoe Street will be constructed from the rail corridor south to Lakeshore Boulevard.

Under the agreements, both the historical and the infrastructure work must be completed before the expanded Convention Centre opens. Moreover, in September 1994, the City of Toronto sought some \$5 million dollars in funding under the Canada/Ontario Infrastructure Program to be spent on providing essential services to make the interior of Roundhouse suitable for occupancy. Other Park improvements would include hard-surfacing of circulation areas, more planting materials, a water 'feature' and more lighting, utilities, and furnishings. A further application for Infrastructure funds is



John Street Roundhouse and Surrounding Area
1993

planned, with monies designated for upgrading amenities. The City of Toronto expects that a contract for designing the Park would be awarded after a competition.

Diagram 1 makes clear the very substantial degree to which the Roundhouse constitutes a part of the Park. While it must provide the usual green respite and amenities in this central and increasingly dense area, the Park being contemplated by the City would focus on the theme of railway history, making use of the surviving artifacts.

If there is no further action or if there are no more funds spent, what exactly would the Roundhouse Park be when the expanded Convention Centre is ready to open? There would be a new City Park, somewhat, but not extensively, finished with grass, trees, and paths. The City will own the renovated Roundhouse as well as related heritage structures. Railway artifacts could continue to be stored in the building, but the public would not have access to it. In other words, the Roundhouse would survive, but its public usefulness would not.

Nonetheless, there would, of course, be substantial direct and indirect expenses: maintenance, which the City sub-contracts at a cost of about \$50,000 a year, and, in all likelihood, added expenditures as the exterior deteriorates. More broadly, the real cost of leaving the structures unused is a serious depletion of a park resource of which the Roundhouse is such a large proportion. This is difficult to accept in a place so centrally important to the region and its tourism, and

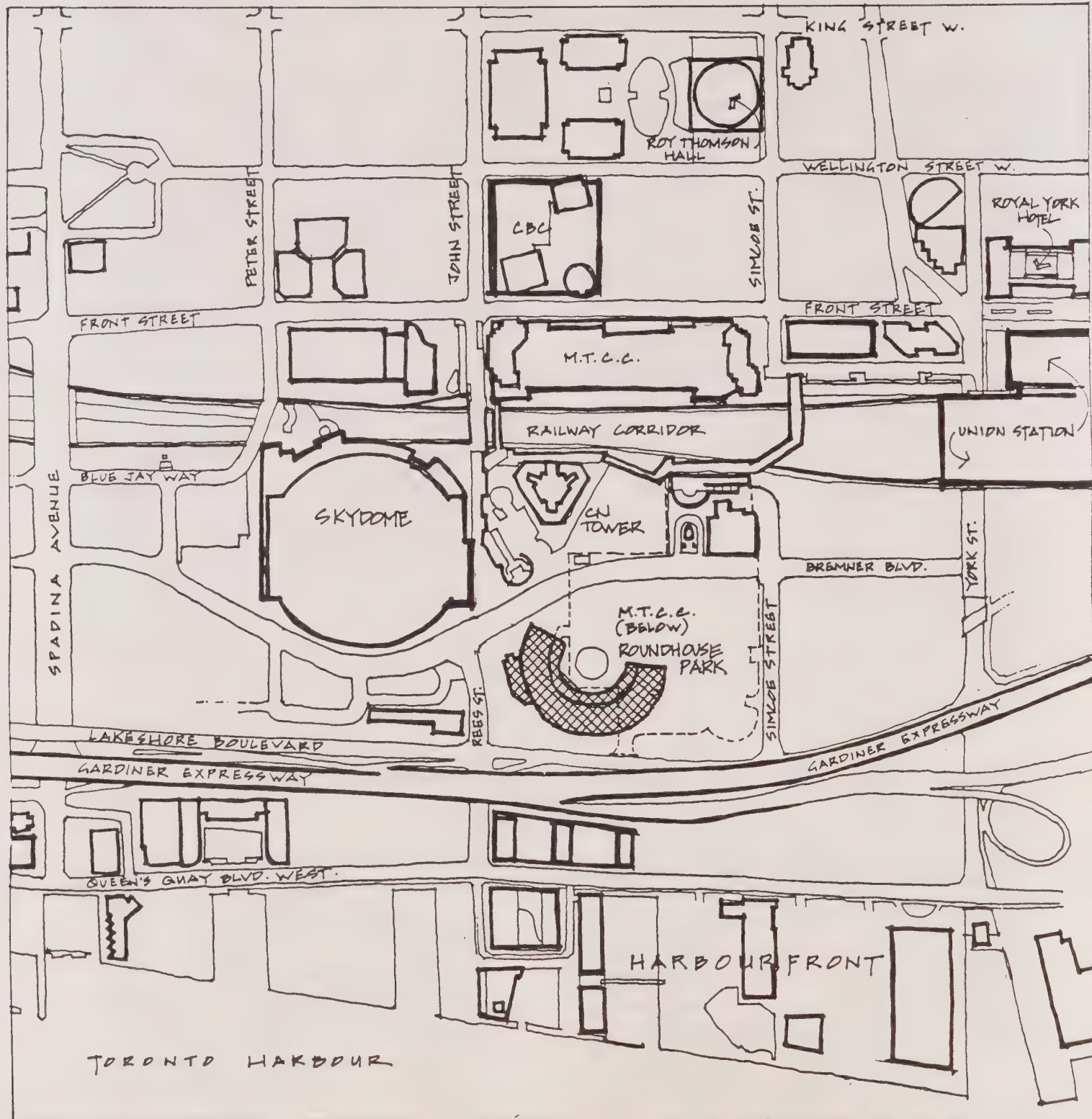
so highly developed and publicly used. It means, in essence, that the City would not be in a position to benefit from its partnerships and the public would not gain from funds already invested in the project.

An Extraordinary Location

By any measure, the John Street Roundhouse Complex is in an extraordinary location:

- It is a site of national importance and has been declared a National Historic Site by the federal government's National Historic Sites and Monuments Board. The giant turntable and the Roundhouse itself are the last of their size in Canada. While working parts of the CP Yard have obviously been depleted, what remains is a substantial remnant of our crucial, and rapidly disappearing, rail history.
- The site, in the centre of a metropolis, is unrivalled as the location of a defunct railway facility in Canada (and probably elsewhere); standing at the core of the nation's largest urban area, where its downtown and waterfront meet, it has an unrivalled ease of access by public transit: subway and GO train, and by automobile. There is weather-protected access from Union Station, via the Skywalk, to a point not far from the Complex. It is easily reached by the people of the region and is also within easy walking distance of those who live or work downtown.
- Locally, it occupies a pivotal position among primary sports, business, and recreation attractions that, together,

Diagram # 2
Context



constitute the nexus of Ontario's resident and tourist recreation activity. As Diagram 2 shows, the Roundhouse Park is bordered by the Skydome (which attracts 10 million visitors a year, half of them to sporting events); the Convention Centre (which expects 3 million visitors in 1998 to attend events close to and directly under the Roundhouse); the CN Tower (which receives 1.4 million visitors a year, a number that is expected to rise dramatically when the Centre expands); and Harbourfront (which is visited by some 3.5 million people each year). Toronto's flourishing Entertainment District is close to the Complex's northern edge. Therefore, the Roundhouse Park must be seen in the context all of these metropolitan attractions. It is part of the downtown and, at the same time, has the capacity to become a powerful connector to the waterfront.

- There is an opportunity to reinforce the power of all and each of the attractions, and Toronto tourism generally, by providing another major destination. There are about 26 million visits to Metro Toronto each year, 85 per cent by people living in Ontario, and who spend \$5.5 billion here. Tourism is a primary element in the region's economy, one that has suffered in recent times. (The average occupancy of the 28,000 hotel rooms in the Toronto area dropped from 77 per cent to 56 per cent in the five years between 1987 and 1992.) The MTCC expansion is a primary element in the Province's efforts to revive

and fortify Ontario's tourism sector. (See Figures 1 and 2 for drawings regarding the MTCC expansion, and Appendix 5 for a note on the economic benefits.) The Roundhouse presents possibilities for strengthening the hospitality industry, not only by providing another primary 'draw', but by stimulating second and subsequent visits to such attractions as the CN Tower.

There are numerous examples of this kind of synergy; perhaps the classic is colonial Williamsburg which supports an entire tourist industry, including hotels.

- In addition to its imposing size and its name, the memorable form of the Roundhouse holds its own place in this landscape of giant public objects. It is, in itself, intriguing as an industrial building that signifies its unique origins, and it can stand as a distinct but complementary attraction, and develop a strong public image.
- The Roundhouse has exceptionally high visibility from the Gardiner Expressway, as well as from the CN Tower.
- The CN Tower, the Skydome, the Convention Centre, and the nearby hotels offer great potential for co-operative marketing of a new Roundhouse/Park Complex. For example, the Complex could offer a distinct diversion and add to guests' enjoyment of the Convention Centre and the CN Tower, while benefitting from its own visitors; sports fans at the Skydome might



Figure 1

SCALE 1"=40'-0"
0 10.0 20.0 30.0 40.0 50.0
0 0 10 20 30 40 50

EXHIBIT HALL LEVEL

METRO TORONTO CONVENTION CENTRE EXPANSION

eat and drink at the Complex, which would be of benefit to both facilities.

- It should also be noted that these attractions, particularly the Convention Centre and the Tower, have established comprehensive management and operating organizations that could be drawn on in managing an attraction focused on railway history.

- The Complex can be developed, with suitable paths and weather protection, as a connector from the downtown to Harbourfront -- becoming, in effect, an extension of the Bayfront recreation area.

The Waterfront Regeneration Trust draws from *Regeneration*, the final report of the Royal Commission on the Future of the Toronto Waterfront for its policy framework. *Regeneration* pointed to the potential offered by the MTCC expansion in providing “a green link to the water”.

The Roundhouse sits right at the seam between the CN Tower and the Skydome. A future extension of the Skywalk to the Tower could provide the basis of an all-weather protected walkway system linked to the Roundhouse.

- The Task Force discussions identified the great potential for easy, comfortable, and direct connections between the Roundhouse and the expanded Convention Centre below it: Certainly, the Roundhouse Park could be an added attraction for Convention Centre visitors. It should be noted, however, that such improved con-

nections require urgent resolution with MTCC management and do not fall within existing agreements or MTCC funding provisions.

- The funds already committed to renovation and construction, as well as the prospect of further funding of between \$5 and \$15 million under the Canada/Ontario Infrastructure program, offer a public investment base that has not been available in past plans for an attraction centred on railway history and a Park. If a desirable attraction could be planned, and financing located, the opportunity of an early opening, perhaps in concert with that of the larger MTCC, would present itself.
- The site can offer only restricted operation of steam locomotives and rolling stock, and does not permit anything like the latitude for movement and the accumulation of large amounts of rolling stock that Steamtown, for example, possesses. The entire Park, including the Roundhouse, covers about 15 acres (6 hectares), whereas Steamtown rests on some 70 acres (28 hectares). Movement may be restricted to shunting in and out of bays via the turntable or, at most and with additional capital cost, along a section of track on the Park's southern border. Any movement of historic trains has proven to be highly diverting for the public.
- With the Roundhouse at its core, it seems only logical to extend the railway theme throughout the entire Park area, by draw-

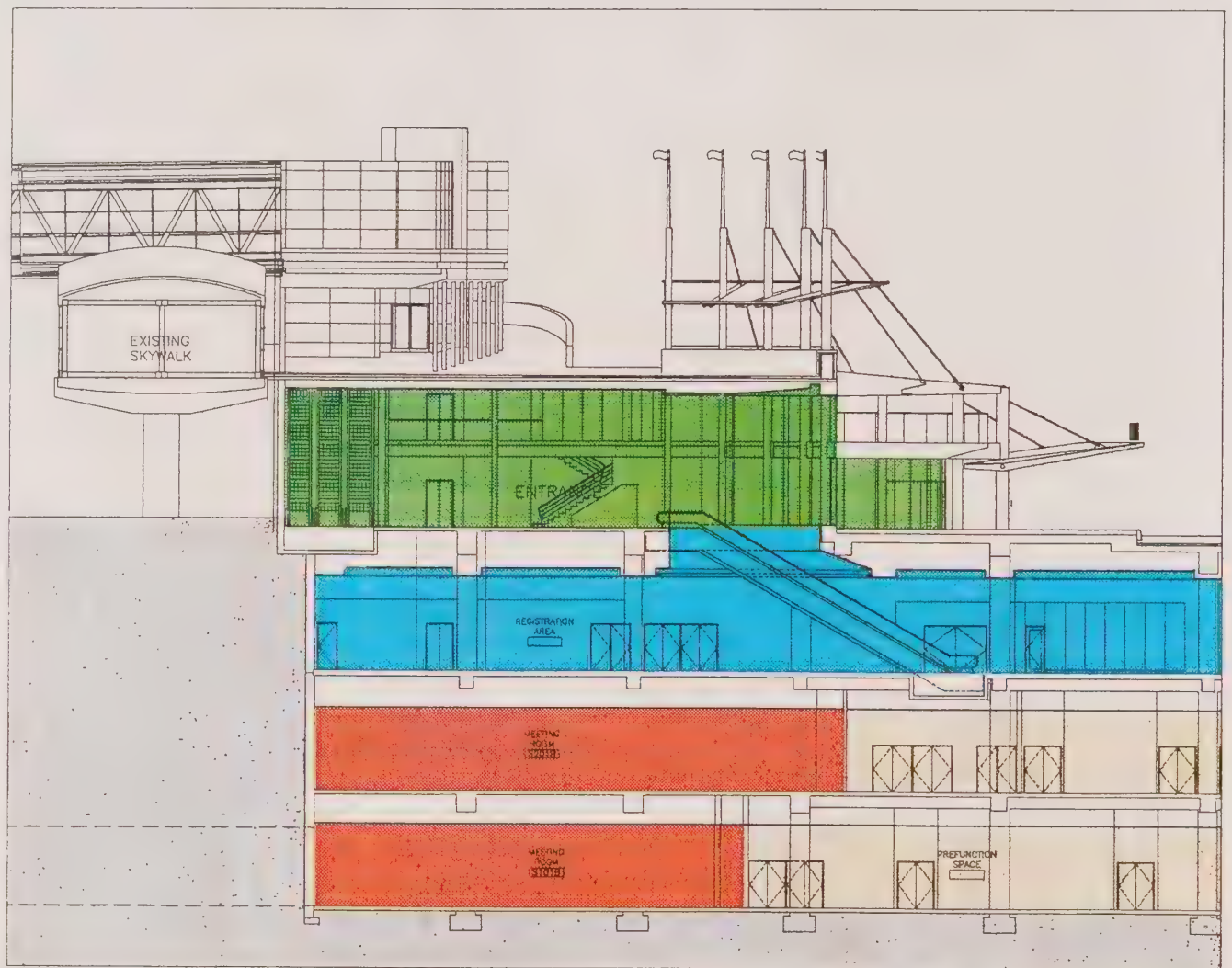
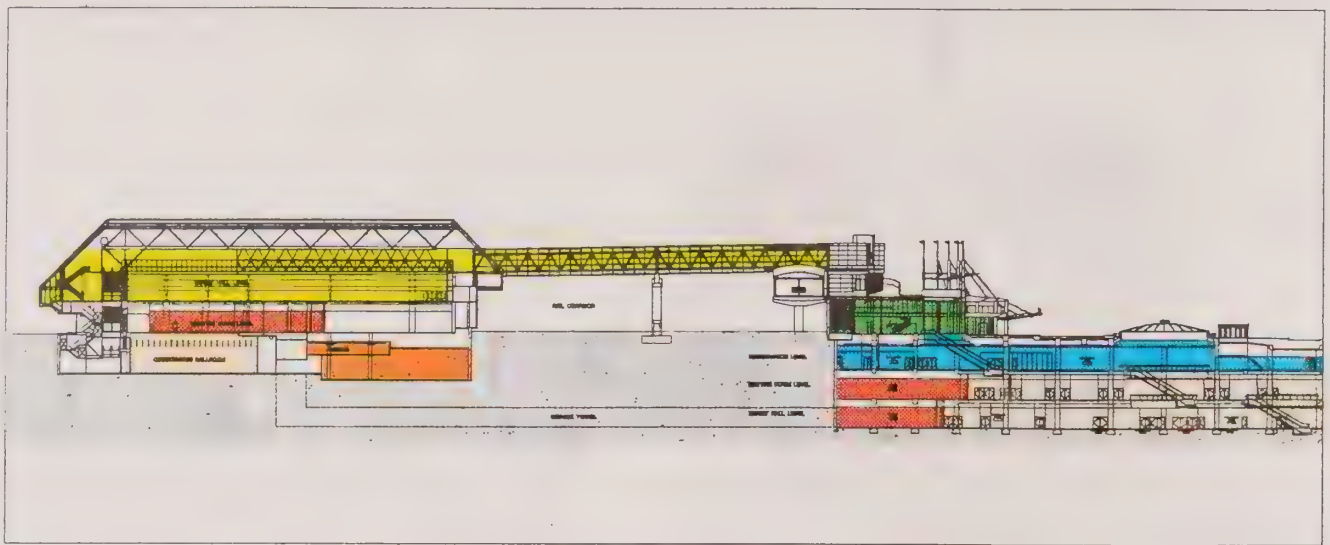


Figure 2

NORTH-SOUTH SECTIONS METRO TORONTO CONVENTION CENTRE EXPANSION

ing attention to the traces of the original Yard and by incorporating into the Park attractions related to the railway theme. The City's Department of Parks and Recreation is already working on innovative ideas for an urban railway-based Park.

- o Notwithstanding all the above, parking in the area is a problem. While there is a surprisingly large supply of spaces in vacant lots north of Front Street, additional spaces will be needed. CN Tower management has considered meeting this need by constructing a garage under Tower Park East. This issue needs to be addressed in general planning for the area's future.

Prospects for an Operating Railway Museum

In the process of defining a concept for a railway museum, and in order to gauge its prospects, the Task Force examined other initiatives in Canada, the United States, and England. Lessons and conclusions can be drawn from this review, and they form an essential background for any conceptual and implementation suggestions.

There is little doubt that rail history is inherently interesting. "Canadians like their railways. They are an intrinsic element of our national psyche. The majority of adult Canadians believe that 'the railway' played an integral role in the development of Canada as a continental nation". (*Some Thoughts on Railway Museums in Canada and the John Street Roundhouse Project*: David W.

Monaghan, September, 1994; see Appendix 6). Railways thread their way through the history of this City, of Ontario, and of Canada and are an especially potent link to our past (only in Canada would two volumes about railway building become national bestsellers).

Further, the industrial artifacts, from signals to locomotives, as well as the activities and lives of railway people, are of particular public interest. Members of the public are drawn to places where historic trains move and where operations can be observed, as they can at the successful York and Steamtown locations. Moreover, many people perceive railway museums as less intimidating than more formal art and artifact museums.

Despite the importance of railways to Canada, much of their heritage was lost as they evolved; what remains can be found, across Canada, in collections of railway rolling stock and artifacts assembled by private groups over the past 40 years or so. The National Museum of Science and Technology in Ottawa has a small collection of engines, rolling stock, and railway equipment. Among other particularly valuable regional museums are the Canadian Museum of Rail Travel in Cranbrook, B.C.; the Ontario Electric Railway Historical Association in Rockwood, Ontario; the South Simcoe Railway at Tottenham, Ontario; and the Canadian Railroad Historical Association at St. Constant, Quebec.

Notwithstanding the widespread loss and destruction of railway heritage, J. Christopher



John Street Roundhouse
1978
Greg McDonnell

Kyle, National Director, Canadian Railroad Historical Association (CRHA), and President of its Toronto and York Division, provided the Task Force with a vital link to railway heritage by identifying available engines, rolling stock, and other equipment.

Despite the facilities already mentioned, and the interest and expertise of so many rail enthusiasts, Canada does not have a premier railway museum, certainly not one in a major metropolitan area where it would be readily accessible to large numbers of residents and tourists.

On one hand, this indicates that there is an important need to assemble a significant railway museum in Canada. But it also points to the uniqueness of such a museum at the Roundhouse Complex: it would not be a duplication of, or in direct competition with, any other, similar premier attraction.

The unhappy fact is that Canada's railway museums and collections have always faced great difficulties: They have been underfunded and, in general, have been unable to attract the wide public interest necessary for a museum to support itself and to grow. Those that exist today are maintained only by the very valuable efforts of people with a specific and providential interest in rail history. Scarcity of funds is a substantial part of the problem, but the difficulties these regional museums experience are at least partly due to their largely museological focus, which makes it hard to attract either substantial numbers of people or the influential

membership that brings important sponsorship and patronage.

Clearly, therefore, securing adequate funding is a root issue, but it is also obvious that the concept and theme of a railway museum at the Roundhouse Complex should be sufficiently broad to encompass a wide range of interesting stories and attractions. This led the Task Force to consider an expanded theme, touching on other aspects of transportation and, perhaps, extending to communications generally, with their connections to rail systems in the development of Toronto, Ontario, and Canada. There are numerous related human stories, leading from the past to the future of transportation and communications.

In contrast to the situation in Canada, there are a number of well-known, professionally managed rail museums in the United States and in England and France, each entirely devoted to railway history and artifacts. The American museums have large collections of equipment, excellent facilities and interpretive exhibits, and are well funded. The most notable are those in California, Maryland, and Pennsylvania. Steamtown is funded and managed by the U.S. National Parks Department.

Many American rail museums cover large areas and have substantial outdoor trackage, collections of rolling stock, and locomotives. Some, like Steamtown, offer long-distance excursions. None, however, has the Roundhouse advantage of being located in the core of the country's largest city.

The U.S. examples offer important financial insights into rail museums: All were substantially funded by public capital when they were constructed and equipped. Capital for the Baltimore museum, the only one with substantial private funding, was provided by the B&O Railroad Company. (See Appendix 2 of EPG's Feasibility Analysis, which is included as Appendix 7 of this report.)

The Task Force has been unable to locate a railway museum, anywhere, able to support its operations from its income. Even the operations of the B&O museum are sustained by an endowment from the company, while all the others have substantial public funding to underwrite operating deficits.

The primary reason for these financial conditions is that it is inherently costly and labour-intensive to house, reconstruct, maintain, and operate a historical railway facility. For example, the cost of thoroughly renovating a locomotive to put it in working condition can reach more than a quarter-million dollars. Furthermore, the ratio of staff to operations tends to be high. For instance, properly illuminating exhibits is costly, as is the production of interpretive exhibits which normally requires a minimum of \$150 per square foot (\$492 per square metre), and can go much higher.

In the present time of public funding constraint and large deficits, this information led the Task Force to certain conclusions: First, it seems clear that the proposal will have to attract capital funds from the public, but also get private support, for example in the form

of corporate sponsorships, of grass-roots sponsorship by people and associations interested in railway history, as well as through investments in elements of the Roundhouse.

The Task Force noted that current City of Toronto policy requires all new capital projects to be examined with a view to eliminating or minimizing operating deficits, and has generally accepted this as a working principle. The principle has two important implications for the project: first, the concept must be designed to draw on the positive aspects of its unique location if it is to obtain the attendance and income needed to sustain itself without continual public support. Second, as can be seen from EPG's analysis, a certain size and investment appears to be needed to reach the 'critical mass' that makes self-sufficiency possible.

Opportunities in the Making of an Operating Railway Museum

Over the past decade, the City of Toronto has sponsored two major efforts to focus attention on the development of a railway museum in the Roundhouse Complex. The first was embodied in a 1984 report by Barton Myers and Associates, advocating a full railway museum, secured through public funding. The second was a 1988 study of alternatives for the John Street Roundhouse by a group of consultants led by Hotson Bakker Architects. Given the less open-handed public funding environment, it, unsurprisingly, advocated a mixed-use approach for a Railway/Festival Centre, one that included a railway interpre-

tive centre but also relied on cafes, shops, and markets to increase prospects for income and self-sufficiency.

Neither effort bore fruit, perhaps because neither had a broad base of public support; at that time, planning for the future of the railway lands was unresolved. Moreover, there was no Convention Centre to provide visitor support and no basic funding and improvements such as those now available.

Therefore, the Task Force considered that one of its central responsibilities was to assess existing conditions today and identify opportunities and directions that might lead to a successful concept and implementation. The last decade's changes to the area would, in the Task Force's opinion, present a unique window of opportunity right now.

It could be said, of course, that the financial and fiscal environment for establishing a new institution is remarkably less promising than in the past, particularly for a kind of museum noted for its heavy capital costs and its history of difficulty in making ends meet. We counter by pointing to the changes that have taken place since the Myers and Hotson Bakker proposals were put forward.

The Skydome and the Convention Centre, together with the CN Tower and Harbourfront, have developed as the Province's tourism focus for both Ontarians and foreign tourists. Money has been committed to the Park and its Roundhouse. Furthermore, there are indications that an operating railway museum in this place, if properly and

innovatively conceived, funded, oriented, and managed, could be a success. Against this background, members of the Task Force believe that the Roundhouse in the Park is potentially an asset of great public value.

From all of the contextual factors already noted, what principles or directions should guide the work of conceiving and implementing a railway historical attraction here?

The following have been identified as the guiding principles of such an enterprise.

- The Roundhouse Complex should be conceived as a primary attraction in its own right, drawing on its unique location and Park context, reinforcing and benefiting from neighbouring attractions.
- Its on-going operations should be devised to become self-supporting as soon as possible, and, over time, should work toward the goal of using anticipated surpluses to repay at least a portion of the capital outlay.
- Building on already committed public funding, required capital should be obtained through a combination of public funding, corporate sponsorship, and grass-roots funding from organizations and people with a particular interest in railway history.
- To make that possible, the concept should be based on the broad theme of the development of Toronto's, Ontario's and Canada's transportation and communications systems, centred on railway history, to form a unique museum in which the

museological aspects lie primarily in the restoration and operation of trains. This would make it possible to present a wide array of stories and attractions, thus attracting broad public interest and sponsorship. Transportation and communications history, properly presented, has scholarly value and, at the same time, is potentially provocative, vivid, and amusing without being narrow or pedantic.

In this respect, the Task Force discussed possible opportunities for sponsorship of elements of the attraction, enhancing rather than detracting from a general 'communications' theme. Such companies as Bombardier are heavily involved with rail equipment; Rogers, Bell, and others are at the forefront of contemporary communications.

- The theme and interests that are the core of the concept should embrace the whole Park. The Park is the railway heritage attraction; the railway heritage attraction is the Park. The Park becomes a garden of central tourist attractions.
- To be successful, the Roundhouse should be co-operatively marketed as a distinct but complementary attraction, along with hotels and other primary attractions in the immediate vicinity: Skydome, the CN Tower, the Convention Centre, and Harbourfront. The reach should be extended to other attractions such as Fort York, the Gooderham and Worts building,

and the proposed new Marine Museum on the waterfront.

- The Complex should be conceived as an all-year attraction and elements and access should be designed with this in mind.
- There should be emphasis on changing and engaging interpretive exhibits.
- Despite the limited space for any extensive train movement, some steam locomotion would be a very strong public attraction.
- It is important to develop a management organization that can attract diverse support, and can integrate its goals with those of regional tourism, local attractions, and the requirements of the City. Part of this involves the purposeful assembly of an influential Board that will promote the concept, so that it gains support from many sectors of the public while reinforcing the efforts of those directly related to railway history.

Concept, Theme, and Program Elements

The Task Force devoted a great deal of effort to identifying a concept, a theme, and a program comprising elements that would successfully fulfil the central goal of providing a focus for communicating with the public about the significance of railways and communications generally in the development of Toronto, Ontario, and Canada.

It sought ideas that would present railway history in ways that are vital, engaging, and potentially lucrative, attracting a wide spectrum of patronage without, in any way, trivializing its scholarly or educational foundations.

The concept, theme, and program elements advocated by the Task Force and described below, draw on conceptual feasibility ideas developed for it by Christopher Andreae of Historica Research Limited (included as Appendix 8 of this report).

Concept

The Roundhouse is conceived as a unique Canadian asset: an internationally known railway and communications historical attraction; a Park place where people can come, as often as they may wish, to relax, eat, drink, and be entertained, learning about aspects of history in an atmosphere and among railway artifacts. The Roundhouse Complex, as envisaged, is at once museological and commercial.

It would:

- be a working museum that brings together buildings, vehicles, hardware, records, and paraphernalia, illustrating the significant influence of rail on all kinds of transportation, growth, and change (past, present, and future) and on the development of communications;
- be a centre for interpreting rail history and its place in advances in communications, including aviation and electronics;
- portray the broad thrust of Canada's role in changing communications patterns;
- show new and future communications models and instruments;
- depict the roles of Canadian companies in worldwide communication;
- display spectacular and otherwise interesting locomotives and rolling stock;
- have operating steam locomotion, in and/or around the Roundhouse. One hundred years of steam trains are powerfully evoked in the 1929 structures; the Roundhouse, its machine shop, Storehouse, bunkhouse, and other buildings to be rebuilt in future years, provide an essential glimpse of the working lives of railway employees in the 1920s and 1930s;
- be a destination where people can spend time, eat and drink in a railway environ-



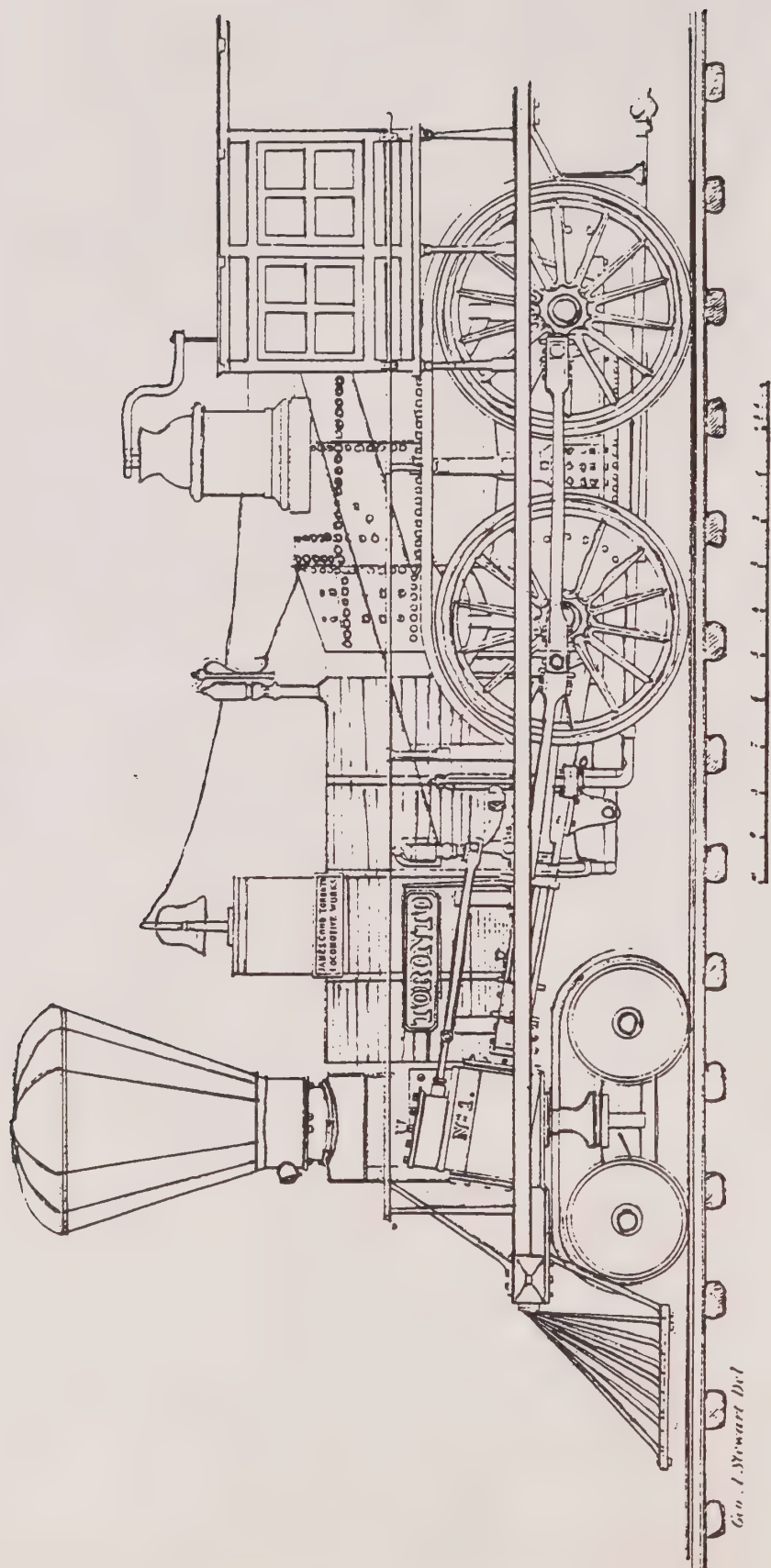
A 1929 panorama taken from the top of Maple Leaf Mills elevators showing the extent of Viaduct work to the west of the city centre. The "run-around" high level track marks the southern edge of the Viaduct. It encompasses the new roundhouse, workshops, water tower and marshalling area and beyond it can be seen the new Union Station and CN and CP Express Buildings. The Royal York dominates the city skyline. Fleet Street (Lake Shore Boulevard) and Queen's Quay are laid out on the new fill south of the Viaduct but Terminal Warehouse (far right), the Harbour Commissioners' Building and the Heating Plant at the only notable structures on this otherwise featureless landscape.

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- ment, and buy books, reproductions, models, and other items related to railway and communications history;
 - display models of the area's railways as they existed in 1929;
 - be integrated into a City Park designed to trace the patterns of historic rail uses in the area (such as track layouts), and include model steam train rides, rolling stock, giant locomotives, and other railway and communications artifacts;
 - develop research and information dissemination facilities; and
 - use an architectural style that is suitably direct and in keeping with the qualities of the railway industry and adaptively re-using an existing structure of very strong and particular character.
- This unique Canadian attraction would appeal to a very diverse audience, including:
- those Canadians interested in the way railways influenced their country's development and in the railways' contribution to developing transportation and communications, past, present and future. For most people, this would offer their first opportunity to focus on these fascinating subjects;
 - Torontonians looking for new places of interest for excursions with their children, where they 'might actually ride on a steam train;
 - more scholarly people with a specific interest in the history of railways in Toronto, Ontario, and Canada;
 - schools organizing class visits for the education and entertainment of students;
 - occasional baseball fans who visited the site to eat, drink, and enjoy the displays and other attractions;
 - Convention Centre visitors who might welcome an unusual venue for a reception, as well as an absorbing Toronto attraction;
 - Toronto residents on their way to Harbourfront, or those making repeated visits to the CN Tower and a constellation of attractions centred on Roundhouse Park;
 - people seeking a special restaurant, such as that in a dining car at Roundhouse Park;
 - local workers and residents who would welcome the diverse experiences offered by Roundhouse Park; and
 - volunteers participating in the restoration and reconstruction of the Park and those involved in the operation of the facility.

Theme

Railway activities touched all aspects of life in Toronto and Ontario in the 19th and early 20th century. In addition to running trains, railway companies shipped goods across oceans and lakes, promoted agriculture and telecommunication, and owned hotels and real estate. These were important stages in national development that continued through air and electronic communications.

Though the relative magnitude of the railways' role in Canadian communications has



M^r GOOD'S LOCOMOTIVE ENGINE TORONTO.

Eng. S. J. L. Toronto

Figure 3

diminished, CN, CP, and VIA remain very important, and the railway-based companies have diversified into many sectors of Canadian society and the economy.

Within Toronto, rail transit -- streetcars, subways, and GO Transit -- make substantial contributions to improving the urban environment. Starting with the construction of the first Canadian steam engine -- The Toronto, built in 1853 (see Figure 3 and Appendix 9) -- Ontario has continued to be a centre of railway manufacturing, research, and development. Bombardier is a world leader in developing new rail transit systems. Hawker Siddeley in Thunder Bay, General Motors in London, National Steel Car in Hamilton, and Procor in Oakville are large locomotive and railway car builders. Algoma Steel in Sault Ste. Marie has one of only two rail rolling mills in Canada. The Canadian Institute for Guided Ground Transport at Queens University, Kingston is a major rail research facility supported by the two national railways.

The railway interpretive centre should have a broadly based policy that encompasses technological, social, and economic issues.

The Task Force recommends that the theme of the proposed centre be *Railways, Communications, and Society*. This is general enough to permit interpretation of both provincial and national issues; it incorporates the notion of development from "ribbons of steel" to "ribbons of light".

Theme Components

- *Toronto's development* (through its rail history).
- *Corporate development* (the history of railway companies in Ontario and Canada, as well as famous events, disasters, and people).
- *Railway technology* (rolling stock; track and signalling; bridges and buildings).
- *Railway economics* (Passenger, freight, express, mail traffic).
- *Labour* (working conditions; Chinese labourers; union movements; the role of the YMCA and service clubs; apprenticeship systems, etc.).
- *Impact of railways on Ontario* (growth of settlement; influence on urban location; growth of industry; spin-offs from the railway industry; big business in Canada; introduction of new materials; development of standard time; folklore).
- *Associated railway services* (hotels, Minaki Lodge, CN Tower, and other recreational facilities, marine services/train ferries, CN/CP telecommunications, highway and airline services, radio, agricultural promotion).
- *The railway today and tomorrow* (research: Canadian Institute for Guided Ground Transport, Bombardier; builders: National Steel Car; Hawker Siddeley, Procor, Algoma Steel, GMD; service: freight, passengers, telecommunications).

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- *Rail/ship interface* (the way the systems worked).
 - *Past dangers* (fire, pollution, etc.).
 - *Development of aviation* (its effects on Canadian transportation patterns).
 - *Electronic communications* (their effects on Canadian enterprise and society).

Program Elements

The Task Force and its consultants considered a wide range of elements for the operating rail museum. The fundamental idea was that it would encompass the entire Park, including the Roundhouse, and that everything would be linked to the theme of railway history and communications. This fits with the emphasis preferred by management of the City departments of Parks, and of Property and Planning and with that of the Toronto Historical Board. Both bodies are considering innovative ideas for an urban Park that would encompass the Roundhouse and the railway history theme.

It is useful at this point to remember that what has been protected on the site is a complex of buildings and structures: the Roundhouse itself with its machine shop; the Turntable; the Water Tower; the Coaling and Sanding Tower; Cabin D; the Stores Building; and, eventually, the Bunkhouse, a station, some other smaller structures and equipment, and trackage.

The land occupied by the Roundhouse Park is part of an extensive railway facility known as the "Toronto Viaduct", built in the late 1920s.

The Viaduct in this area was actually a massive earth embankment that raised the railway eighteen feet (5.5 metres) above street level. Previously, the rail system had been at street level but, given the difficulties of its multiple level-crossing, the high-level complex was constructed.

Designating the area "Roundhouse Park" implies that its historic role will be used to give a specific character to a new place. It must be made clear that the Park is only a fragment of the original rail facility, much of which has disappeared and some of which will be relocated.

The Task Force is not suggesting that the past be faithfully reconstructed, even if it were possible to do so. However, the remaining artifacts are authentic reminders of the past and they should be assiduously protected and conserved. Given their number, scale, and significance, the Park should be related in some intelligible way to the 1929 John Street Rail Yard and it should be designed to refer to that facility.

Changes in the historic fabric of the existing buildings should be minimized, for example where they are required by health and safety factors or by new patterns of public use, and should be carried out unobtrusively in a manner sympathetic to the original structures.

As a description "sympathetic to the original structures" also applies to new building and re-building work. In this respect, the new building at the Steamtown roundhouse in

Scranton, Pennsylvania serves as an excellent model: modern materials and techniques have been used sensitively and imaginatively, in a way that is entirely fitting with the original building.

The following describes a number of program elements that, to various degrees and in various combinations, can constitute options for development. (See Diagram 3.)

The Roundhouse

The Task Force was of the opinion that the principal focus of the Roundhouse should remain on locomotives. However, in the early years, it would be necessary to use some Roundhouse space, on an interim basis only, for the ancillary purposes described below. These would eventually be relocated to other reconstructed buildings on the site.

Under this rubric, restoration and adaptive re-use of the Roundhouse should be carefully designed to fit the rail/industrial aesthetic; and should include the following:

- An Orientation Block: entrance, admissions, administration, rest rooms, etc.
- Thematic Exhibit Halls: Bearing in mind the depletion of historical equipment over recent decades, the Task Force wondered whether a suitable collection could be assembled. It received input from organizations with extensive knowledge of the availability of engines, rolling stock, and other artifacts that could constitute a first-rate representation of railway history. They make it clear that the answer is yes.

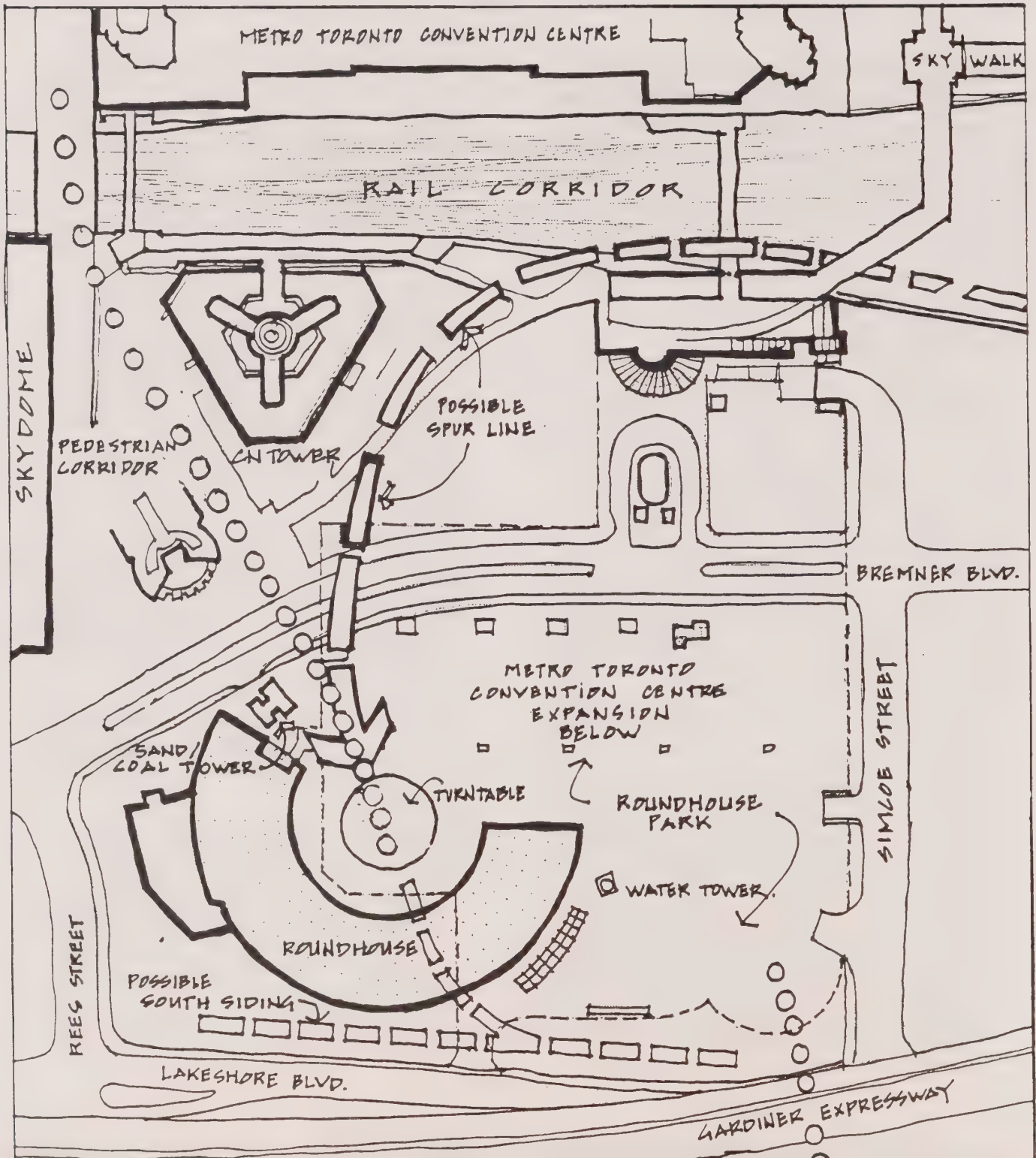
Appendix 10 lists obtainable equipment: there are excellent locomotives available either through purchase or for loan. These include CNR 6213, long owned by the City of Toronto, which is in excellent condition and on display at the Marine Museum, and CPR 5361, which was built in 1926 and is representative of heavy-duty freight train engines used all over Canada; it is privately owned in the United States but can be purchased. Rolling stock represents 100 years of freight and passenger equipment, including a spreader (used in spreading snow and ballast), a vinegar tank car, a post office car, as well as various box cars and cabooses.

Identifying and collecting railway equipment has been going on for some time, and donations are being actively solicited. A location in the vicinity of the Roundhouse is being sought for interim storage of rolling stock and artifacts.

Historic equipment would also be available through exchange agreements with various railway museums. It would make it possible to:

- change interpretive exhibits;
- exhibit rolling stock and artifacts in the bays, with vivid descriptions of their working environment; and
- mount events and trade shows (perhaps in conjunction with the MTCC) in the exhibit areas, thus providing income.

Diagram # 3
Program Elements



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- A theatre would include a program of railway-related film, many of which are available, as well as the possibility of an Imax-like display.
 - Food and Beverage Amenities: Extensive analysis would be required to establish the most attractive restaurant form or forms, but the location and railway environment suggest that there are real opportunities to draw Torontonians regularly, as well as tourists visiting from distant places. (It can be noted, for example, that Movenpick has recently made a multi-million dollar investment on Front Street to capitalize on the extraordinary location.) Eateries could include:
 - cafeteria or fast food;
 - upscale dining car restaurant;
 - a market-type restaurant among locomotives etc.;
 - a railway-theme bar; and
 - catering for functions.
 - Model Railways: Given the durable attraction of model railways, there would be a model of the Roundhouse in its 1929 environs, to include model trains of the time.
 - The Machine Shop could include:
 - restoration with exhibits; and
 - working restoration of locomotives and rolling stock.
 - Retail Store/Stores would sell books, videos, and reproductions of railway and other artifacts.
 - Research and dissemination facilities
 - Complementary Attractions might include: a signals room, a “train scope”, special events programming, and various high-tech exhibits related to communications.
 - Visitors Centre: For many years, the Metro Toronto Convention and Visitors Association has been promoting the idea of a major tourist information centre, occupying perhaps 10 -15,000 square feet (930 - 1395 square metres) of space, in the City core. Recently, in co-operation with Shell Canada, a 24-hour information centre was opened on Highway 401 west of Toronto and has been very successful. Current federal and provincial initiatives to promote tourism would support such a facility. The Roundhouse would be an excellent location for an information centre, if good vehicular access could be provided.

The Immediate Environs of the Roundhouse

- The Coaling and Sanding Tower would be relocated close to the northwest end of the building. Inevitably, such relocation would introduce a percentage of new materials; it would be appropriate to ensure that such new materials matched the original as closely as possible. The same is true of any restoration of working functions for demonstration purposes
- The Turntable would be powered and, using real steam locomotion, would demonstrate the way it shunted equipment from bay to bay.



Interior - John Street Roundhouse
1994

Hotson Bakker Architects

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- Access for Rolling Stock: The Task Force investigated the feasibility and costs of constructing a spur line connection northward across the Tower Park East and connecting with the mainline rail corridor (see Appendix 11). Such a connection is physically feasible and would cost approximately \$1 million. However it involves complex legal issues tied to agreements between the City and CN with respect to Tower Park East.

The Park would have to be extensively regraded and the primary use would be to bring in the various locomotives and carriages required by the museum. Such use would be infrequent, but important operationally; there is considerable experience in transporting locomotives by road -- for example, on air-cushion vehicles. This could obviate the necessity for an access line; the comparative cost and disruption must be considered. However, Task Force members strongly noted that the rail connection has an important symbolic, as well as its practical, aspect. The latter may be of particular importance if the Roundhouse made use of exchange agreements for borrowing and displaying equipment.

The Task Force did not believe that it would be feasible to use this line for excursions in the first few years, because of its effect on mainline freight utilization and because it would require elaborate fencing and disruption to the Park. Moreover, the available length of the line would not

accommodate an economic train length, of at least eight cars or so.

- The South Siding: There is potential for a siding that would run along the southern boundary of the Park, perhaps on a trestle structure, where rolling stock could be stored and viewed. However, to accomplish this, the roof of the new Convention Centre under the reconstructed part of the Roundhouse, in the area of bays 9 and 10, would have to be structurally reinforced, so that locomotives could pass from the turntable to the south area. The estimated cost would be about \$500,000 and further expenditure would be required to extend trackage out to the south side of the building. A decision is urgently required if design of the Convention Centre roof is to be revised.

The Park

The Park is extraordinary in several ways:

- it is in the centre of Toronto's major visitor attractions and could be a significant crossroad for pedestrian routes;
- it is (and will be further) surrounded by gigantic objects and its scale must respond to that fact;
- it is one of the very few public open spaces that, in recent Toronto history, can be completed before the planned development of major surrounding buildings; therefore, it might influence their design and placement.
- The Park should serve a dual purpose: first, it would provide recreational open

Turntable - John Street Roundhouse
1994
Holson Bakker Architects



space for the City's inhabitants and visitors to the central area and, thereby, become a link between the small open spaces of the City proper and the more expansive areas along the waterfront. In addition, it is both the setting for, and adjacent to, the Roundhouse and other historic structures from which it would be thematically connected. Among the historical buildings are the Water Tower, the Coaling and Sanding Tower, the Turntable, and the Stores Building (reconstructed or "remembered" in some form).

The Task Force anticipated that, as Roundhouse use for locomotives expanded, ancillary functions would be moved to other structures such as the reconstructed Stores Building and Bunkhouse; this would ensure the historic and functional integrity of the National Historic Site.

- A clear, direct and universally accessible system of public routes should be developed to and from the surrounding attractions, with consideration given to weather protection. Making safe, easy connections for pedestrians would include the possibility of the Bremner Boulevard crossings and of a bridge from the southwest corner of the site to the waterfront (below the expressway deck).
- Direct, easy, and inviting physical connections between the Roundhouse and the Convention Centre below would be of mutual benefit. Elevators and light wells could be considered in this regard.

- The landscape pattern of the Park should be used to recall and transform elements of the former CP rail yard, including structures and the motif of the tracks.
- The Park could thus be developed as an industrial garden, incorporating into its overall design a variety of objects that contributed to its theme: signals, lights, locomotives, and rolling stock.
- There could be a small scale steam train in the Park, operated as a ride.
- Consideration should be given to possibly relocating an historic railway station to the Park.
- Displays, dioramas, and murals could be included (see Appendix 12, for suggestions by James E. Lanigan, Chairman of the Canadian Council for Railway Heritage).
- Normal recreational activities, such as picnics, dog walking, promenading, and the like, should be recognized in the landscape design; appropriate micro-climate areas should be considered to ensure the comfort of visitors, as well as offering a diversity of habitat for various forms of wildlife. This would be especially important in the context of conditions created by the adjacent giant structures.
- As a public park, as much as possible of the site should be open at all times. Where security of the heritage elements require secure, closable outdoor areas, the barriers (fences, moats, walls, buildings, etc.) should be designed to be as unobtrusive as possible.

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- Bremner Boulevard is part of the Park and the desire to give the boulevard a distinctive character along its whole length should be balanced with the need to make it an integral element that unites, rather than separates, the northern and southern sections of the Park.

The above elements suggest a park that shares the role of interpreting heritage with the Roundhouse and other structures. The challenge is to design a park able to accommodate this special function as well as the usual recreational activities in a unified whole. This would be Roundhouse Park, rather than a Roundhouse in a park.

Excursion Train

While it is not considered feasible to operate excursion train rides from the Park at present, other possibilities have been considered.

- Excursion trains could operate from Union Station to the east or to the west.
- Due to space limitations, excursion trains could be marshalled from cars stored at another location -- the CP Express building and the Don Yards, for example -- which would also provide proper storage space for a large collection of rolling stock.
- Excursions could provide an ideal opportunity to link other attractions and destinations to the central core of tourism attractions in downtown Toronto and other significant attractions such as the Metro Toronto Zoo and Casa Loma. This could ensure that some of the tourism demand generated by the Roundhouse would also benefit other facilities and communities. The Task Force recognizes the potential major tourist impact of an excursion train and recommends additional studies to realize this.
- Excursions could be of various lengths, from short trips up the Don Valley to the Science Centre, to all-day trips with destinations such as Orangeville, Owen Sound, Aurora, Guelph, or Niagara Falls.
- While steam is the main attraction, not all excursions need be by steam train: diesels and even train/bus combinations can be successful if the trip itself is interestingly interpreted. Senior management of GO Transit indicated a willingness to help in this regard. Special events and festivals in outlying areas could also provide the occasions for historical trips.
- Notwithstanding the above, rail excursion projects are famously difficult in financial terms. For example, an excursion train that was organized by the National Capital Commission, the Museum of Science and Technology, and the Bytown Railway Society, ran from Ottawa to Wakefield, Quebec. Although well patronized, it was forced to suspend operations for financial reasons: in other words, such excursions would require careful study and management.

Towards a Successful Enterprise

In this section, the Task Force examines the financial feasibility of the Roundhouse Park concept, draws some strategic conclusions, and considers possible management strategies.

Investments and Returns

Because the Task Force was given a specific mission -- to identify necessary steps for creating an operating railway museum in the Roundhouse Complex -- it did not examine or evaluate other potential uses for the Roundhouse or explore concepts not centred on railway history (as, for example, the 1988 Hotson Bakker study did).

Nevertheless, the Task Force did a careful analysis -- geographic, historical, financial, social and political -- of this Heritage Complex and of other rail-history museums and attractions. As a result of this review, we have taken the stance that a principle for the project is that it be conceived and designed to be capable of supporting operations from ongoing revenues. This, as noted, is in contrast with any other rail museum to date.

In consequence, the Task Force identified a series of directions that, in its view, could produce a first-rate and self-sustaining museum of rail history, one that is broad in concept and theme, encompasses the entire Park, has specific attractions that will draw people to this unique location, and is co-operatively marketed to attract such a public.

In assessing the financial feasibility of the concept, the Task Force analyzed a series of formulations that represent varying scales of investment, beginning with a modest core of rail/communications attractions and adding more exhibits, displays, and amenities in two succeeding levels. The Economic Planning Group of Canada analyzed these three propositions extensively for their likely attractiveness and their financial consequences. (See Appendix 7 for EPG's Feasibility Analysis).

The Task Force attached broad orders of costs to these options; in general, all the elements of the Roundhouse represent capital costs, except for food facilities (cafeteria, restaurants, and/or catering services) and retail. In those cases, the Task Force believed that private companies could provide the facilities and pay a percentage of their gross turnover to the Roundhouse.

Similarly, improvements to the basic Park are shown as capital costs (including the display of rail vehicles) but such attractions as model steam train rides are assumed to be privately funded and income-producing to the Roundhouse Park.

In addition to the three levels, there are two rudimentary options: to mothball the building entirely or to make basic investments that would render the building partially useable by the public.

It should be noted that capital investments and operating budgets should be staged over a period of years, allowing the museum to grow to its fullest potential.

The following is a summary of the five levels of investment that have been identified and explored as a means of understanding the range of feasible courses of action by the City. (See Appendix 13 for a note on the elements of cost in the three levels of investment for railway historical attractions.)

Level I: Mothball

No investments would be made beyond those provided through the Agreements related to the MTCC expansion. The building would not be useable because it would not meet Building Code requirements; this is true of even the reconstructed portion where, for example, there would be no fire alarms or other basic necessities.

As noted earlier, the cost would be about \$50,000 per year for security and other maintenance, with the likelihood of further costs as the building deteriorates.

Level II: Base Building Level

City of Toronto staff have recommended, and Council has acted on, an application for \$5 million under the Canada/Ontario Infrastructure Program. It would be used to provide heating, lighting, security, and life safety systems. The easterly 11 bays could be programmable for uses in connection with those in the Park; the rest would continue to be used to store railway equipment. There would be some food and stage facilities and lavatories in the used portion of the building; this

area might, for example, act as an overflow facility for the Convention Centre. It would not be specifically designed for use as a railway museum, except on a limited, part-time basis.

The capital costs involved are the \$5 million in Infrastructure funds; in addition, there might be net operating costs of roughly \$300,000 per year.

Level III: A Modest Heritage Centre

A third of the Roundhouse would be fully restored with entry, orientation space, and lavatories, as well as administration accommodation. A model train display, from 1850 to 1929, would be located in the station. There would be a 200-seat theatre equipped with a specially-produced film; a shop; and a small collection of rolling stock and railway artifacts. The remainder of the Roundhouse would be minimally upgraded so that more train pieces could be viewed, and perhaps half a dozen vehicles would be purchased and renovated for display there. The access spur line would be installed. One or two working steam engines would shunt from bay to bay via the turntable.

The Convention Centre roof would be strengthened in bays 9 and 10 to allow for a future siding line at the south side of the Park. Of particular importance, there would be 5,000 square feet (465 square metres) of well-designed interpretive displays.

Once the Stores building and Bunkhouse have been restored, many previously mentioned ancillary attractions would be relocated.

The Park would be upgraded in many respects: paving, additional planting and services, a radial track area, rolling stock displays, a water feature, lighting, other landscaping, fencing, a 'railway' playground, signage, and so on.

At this level, the capital cost is estimated at about \$17 million, in addition to the Base Building cost of \$5 million; it is estimated that this level would operate at a deficit of about \$1.4 million per annum.

The Task Force sees this as the real first phase of developing the operating rail heritage facility. It would require a capital contribution of \$15 million from the City of Toronto, the Province of Ontario, and the Government of Canada, with the balance being raised from the private-sector and through voluntary contributions.

Level IV: Enhanced

A further third of the Roundhouse would be fully restored; more engines and rolling stock would be acquired and restored; retail space would be expanded; an upscale restaurant, perhaps in dining cars, would be built; and catering facilities would be provided for events. A Visitor's Centre would be installed; the Machine Shop would be made operational for restoration; the south siding would be completed; electronic and other attractions would be installed.

There would be further Park improvements and various rides and amusements would be provided in the Park.

The additional capital for this level is estimated at about \$13.5 million, giving a total

cost of some \$35.5 million. However, some \$5 million of this could be funded from private sources and sources related to tourism in connection with a Toronto Visitor Centre. An annual operating deficit of about \$700,000 is estimated.

Level V: Ultimate

At this level, the remaining Roundhouse is fully restored and more rolling stock added to the collection. Food and retail facilities are enhanced. An all-weather connection is made to the CN Tower, with a bridge to Harbourfront. Attractions are added to the Roundhouse and the Park.

The additional cost is estimated at about \$15 million, with a total accumulated price of about \$50.5 million.

We note that several income-producing elements could be provided privately, including food, retail, and attraction facilities. These might cost \$8 million and it is estimated that this level might produce an operating profit of about \$700,000 per annum.

Several conclusions and observations can be drawn from the foregoing. First: the mothballing option has attached ongoing costs, as well as the more global cost of seriously depleting the Park resources that are to receive substantial start-up funding.

The option of a \$5 million public investment in the Roundhouse (Level II) would certainly provide limited but useful space for Park support and other activities, albeit at a substantial ongoing cost. However, its utility as a railway heritage attraction would be marginal.

While it may seem a good idea to start a railway heritage attraction on a modest scale, and then hope to grow in future, analysis indicates that this course would entail the accumulation of large annual operating deficits.

This bears out the essential principles outlined earlier in this report (section on Opportunities in the Making of An Operating Railway Museum): Roundhouse Park must be an institution or attraction of substance in order to capitalize on its superb location and to succeed financially. This applies to the scope of the theme and the resultant range of interesting subjects; to the judicious assembly of a sufficiently comprehensive range of railway engines, artifacts and activities; to the consolidated Park concept; and, to the idea that complementary commercial attractions are essential, both in garnering private capital investment (leveraging public investment) and in providing operating revenues. A focused, innovative, and carefully constructed approach is required.

Therefore, the question is what level of investment would provide an appropriate foundation for an attraction that could succeed financially. The Task Force draws attention to Appendix 14, which comprises the report "Towards a Business Plan" prepared by Ronald M. Anson-Cartwright, FCA, FCBV.

Generally, that report shows how, with sufficient starting investment; capitalization of costs and demand-generating attractions according to set of priorities; appropriate selection, display, and interpretation of arti-

facts; and proper management, the prospects in this location are favourable. From that start, the attraction can be grown in stages.

The report observes that the Feasibility Analysis (Appendix 4) indicates an operational break-even at levels of investment somewhere between \$35 and \$50 million. However, building on concepts in the Feasibility Analysis, it sets out a wide range of initiatives on both the operating and capital cost sides that could help make an operating break-even possible and substantially reduce the necessary capital investments.

On the operational side, these initiatives include sponsorship and membership income; potential increases to admissions revenue; enhancement of revenues through aggressive, co-operative marketing and programming with Skydome, the CN Tower, the Convention Centre, and Harbourfront; the possible reduction of assumed operating expenses (for example, by having some or all of the elements operated with the CN Tower or the Convention Centre); and the introduction of such revenue-producing activities as festivals.

With respect to capital costs, potential means of reduction include having interpretive exhibits sponsored by private-sector firms; the contribution of model train exhibits by enthusiasts; the provision of food, theatre, rides, and other attractions through private capital investment; and the reduction of building renovation estimates through prudent design.

It is suggested that a successful initial stage would require an investment of about \$25

million. This would be combined with a careful examination of all elements of capital investment for their positive effects on operating balances, as well as a look at the range of revenue enhancing initiatives indicated above. The aim would be to create a self-sustaining enterprise.

With respect to funding of the approximate cost of \$25 million, an amount well in excess of funding applications made to date by the City under the Infrastructure Program, it is suggested that an amalgam of sources be pursued. These include federal and provincial infrastructure support; the National Cost-Sharing Program for National Historic Sites of the federal Heritage Ministry; the Jobs Ontario Community Action Program for a separate sponsorship element (for example, by communications companies); donations in kind and equipment; public grass-roots contributions; and private sector investment.

Management

We have noted that the prospects for a static, special-interest museum of rail history are dim when compared to the full potential of the site and in keeping with the City's hopes of avoiding continual operating deficits. Therefore, a first requirement is for entrepreneurial and dynamic management, led by people who can work closely with surrounding institutions and rail heritage volunteers in establishing, implementing, and co-operatively marketing the project.

This is a City-owned resource and its development rests primarily in City hands. Certainly,

there are various long-term options. Following development of the attraction, the City could retain management control through a board or special-interest corporation, or it could contract out long-term management. It might be possible to make a management arrangement with one or more of the nearby attractions or the City might solicit proposals for general management, based on a precise statement of requirements for operating a site focused on rail history.

A general manager should be appointed early, to provide a focus for the conceptual, financial, and fund-raising work. In addition, it is vital that the necessary organization be assembled and that it have a governing board that includes, along with people with experience in rail history, members who can bring diverse public and financial sponsorship.

The City is considering a design competition for the Park. It is suggested that, at the appropriate time, the City also solicit competitive bids for compatible railway and communications-oriented elements that would be attractive parts of the Roundhouse Park and provide income to the project.

Next Steps

Having completed four months of intensive examination into establishing an operating railway heritage complex in Roundhouse Park, the Task Force is pleased to recommend the steps needed to achieve that goal. They are:

1. that this report be forwarded to the City of Toronto, the Municipality of Metropolitan Toronto, the Province of Ontario, and the Government of Canada for appropriate action and implementation;
2. that Toronto City Council immediately seek capital funding of \$15 million under the Canada/Ontario Infrastructure Program to initiate the project;
3. that a business plan be prepared within 60 days, and that it include a strategy for attracting private capital as well as corporate sponsorship and grass-roots contributions;
4. that the design process for the project incorporate the principles, concepts, themes, and project elements set forth in this report.

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